

Message Text

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ACTION EUR-25

INFO OCT-01 IO-12 ADP-00 EURE-00 ACDA-19 CIAE-00 DODE-00

PM-09 H-02 INR-10 L-03 NSAE-00 NSC-10 PA-03 RSC-01

PRS-01 SS-15 USIA-12 NIC-01 NEA-10 GAC-01 TRSE-00

MBFR-03 SAJ-01 RSR-01 /140 W
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P 161450 Z APR 73

FM USMISSION BERLIN

TO AMEMBASSY BONN PRIORITY

SECSTATE WASHDC PRIORITY 1535

AMEMBASSY LONDON

AMEMBASSY PARIS

USMISSION NATO

USMISSION USUN NEW YORK

C O N F I D E N T I A L BERLIN 0657

E. O. 11652: GDS

TAGS: PFOR, PGOV, GW, GE, WB, UR, UN

SUBJECT: TENTATIVE SCENARIO FOR UN ENTRY OF TWO GERMAN STATES

REF: A) BONN 5356; B) BONN 5304; C) BERLIN 637; D) STATE 69573

1. SUMMARY: GREATST POTENTIAL DIFFICULTY WE SEE
IN FRG- GDR UN ENTRY SCENARIO, REF A, IS WITH POINT 4.
FRG COMMENT IN BONN GROUP THAT IT " WOULD BE IMPORTANT
FOR FRG TO MAKE CLEAR THAT LETTER ON INCLUSION OF
BERLIN WAS COMPLETELY SEPARATE FROM THE MEMBERSHIP
APPLICATION" STRIKES US AS OFFERING SOVIETS GRATUITOUS
OPPORTUNITY TO CALL INTO QUESTION FRG RIGHT TO REPRESENT
WEST BERLIN' S INTERESTS IN UN ON OTHER THAN SECURITY
MATTERS. END SUMMARY.

2. WE RECOGNIZE THAT FRG WISHES TO AVOID SITUATION IN
WHICH SECURITY COUNCIL MIGHT FEEL COMPELLED TO VOTE ON
WHETHER OR NOT FRG MAY REPRESENT WEST BERLIN. PROPOSED
SOLUTION, HOWEVER, WOULD APPEAR TO DIRECT SITUATION IN
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PRECISELY THAT DIRECTION. SOVIETS ARE AT PRESENT RATHER FIRMLY COMMITTED NOT TO MAKE DIFFICULTIES OVER FRG APPLICATION. BY TIME MEMBERSHIP APPLICATIONS COME BEFORE SECURITY COUNCIL, NOT ONLY QUADRIpartite DECLARATION BUT ALSO LETTER FROM SOVIET PERMREP WILL BE ON PUBLIC RECORD. FURTHERMORE, THERE WILL BE GENERAL FEELING IN INTERNATIONAL COMMUNITY THAT DEAL HAS BEEN WORKED OUT TO ADMIT TWO GERMANIES AMICABLY. FRG REPRESENTATION OF WEST BERLIN INTERESTS, PARTICULARLY ACCOMPANIED BY CLEAR- CUT ALLIED AUTHORIZATION, SHOULD BE ACCEPTED AS REASONABLE ASPECT OF THIS ARRANGEMENT. IF, ON OTHER HAND, FRG ITSELF SEPARATES BERLIN REPRESENTATION FROM MEMBERSHIP ISSUE, SOVIETS WOULD FEEL MUCH MORE AT LIBERTY TO DEBATE REPRESENTATION AND MIGHT GAIN SOME SYMPATHY FOR ARGUMENT THAT FRG HAD DISTURBED CAREFULLY WORKED- OUT HARMONY BY INTRODUCING CONTROVERSIAL EXTRANEIOUS ISSUE.

3. IT SEEMS TO US THAT WESTERN INTERESTS ARE BETTER SERVED IF FRG APPLICATION INCLUDES WHATEVER DOCUMENTATION IS NECESSARY TO MAKE CLEAR THAT: A) ALLIES HAVE AUTHORIZED FRG TO REPRESENT WEST BERLIN' S INTERESTS IN UN, SUBJECT TO CERTAIN RESERVATIONS IN SECURITY AND STATUS AREA; AND, B) FRG INTENDS TO ASSUME THIS RESPONSIBILITY. POSSIBLE PROCEDURE IS SUGGESTED BY RULE 58 OF PROVISIONAL RULES OF PROCEDURE OF SECURITY COUNCIL, WHICH REQUIRES APPLICANT STATE TO SUBMIT IN ITS APPLICATION " A DECLARATION MADE IN A FORMAL INSTRUMENT THAT IT ACCEPTS THE OBLIGATIONS CONTAINED IN THE CHARTER." IN DOCUMENTING ITS DECLARATION, FRG MIGHT SUBMIT AS ANNEXES BOTH COPY OF LAW PROVIDING FOR ADHERENCE TO CHARTER AND LETTER FROM FONMIN OR HEAD OF FRG UN OBSERVER MISSION SAYING FRG INTENDS TO REPRESENT WEST BERLIN ON AUTHORIZATION OF ALLIES.

4. TO MAKE THE ABOVE POINT IT IS NOT ESSENTIAL FOR FRG TO ATTACH COPY OF BKC/ L TO ITS APPLICATION, AND WE APPRECIATE WHY FRG MIGHT BE RELUCTANT TO DO SO. WE BELIEVE, HOWEVER, THAT THERE ARE COGENT ARGUMENTS IN FAVOR OF FINDING SOME UNOBJECTIONALB EMEANS OF BRINGING AT LEAST SUBSTANCE OF BKC/ L TO ATTENTION OF UN. IN OUR JUDGEMENT THIS WOULD EMPHASIZE TO
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SECURITY COUNCIL THAT REPRESENTATION OF WEST BERLIN' S

INTERESTS BY FRG IS INTEGRAL PART OF UN ADMISSION SCENARIO. IT WOULD PLACE RELATIONSHIP ALLIES HAVE TO BERLIN CLEARLY ON RECORD AND ASSURE SOVIETS WE ARE MAINTAINING THAT POSITION, PARTICULARLY ON SECURITY AND STATUS MATTERS, AND, SINCE BKC/ L IS GENERAL AUTHORIZATION TO FRG, IT WOULD BE AVAILABLE AS REBUTTAL SHOULD SOVIETS QUESTION FRG RIGHT IN FUTURE TO REPRESENT WEST BERLIN IN SOME UN RELATED CONTEXT OR DEMAND ADDITIONAL ALLIED ACTION.

5. AS BKC/ L IS ACUTALLY AN ALLIED DOCUMENT ADDRESSED TO SENAT IT MIGHT WELL BE MORE APPROPRIATE (AND LESS OBJECTIONABLE TO FRG) FOR ALLIES THAN FOR FRG TO USE IT IN UN CONTEXT. THIS COULD BE DONE BY SUPPLEMENTARY LETTER IN SUPPORT OF FRG APPLICATION OR BY ORAL STATEMENT TO SECURITY COUNCIL DURING DEBATE ON MEMBERSHIP APPLICATIONS, PERHAPS AFTER WE HAVE INFORMALLY ADVISED SOVIETS OF TERMS OF AUTHORIZATION DURING COURSE OF NEW YORK CONTACTS JUST PRIOR TO CONVENING OF SECURITY COUNCIL SESSION (REFS C AND D). KLEIN

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